



U.S. General Services Administration

Federal Acquisition Service

GSA Schedules

Blanket Purchase Agreements (BPAs)



Introduction to the MAS Program

What is MAS all about?

The top of the slide features a close-up, slightly blurred image of the American flag, showing the stars and stripes. Below this image is a solid red horizontal bar that serves as a background for the title.

What is a Multiple Award Schedule?

- ❑ Federal Supply Schedule (FSS) - governmentwide contract vehicle for commercial products, services, and solutions
- ❑ Also known as “GSA Schedules”
- ❑ GSA receives Schedule contract offers through standing solicitations posted on FedBizOpps
- ❑ GSA conducts negotiations; awards; and administers Schedule contracts IAW FAR Part 12

The Federal Acquisition Regulation (FAR)

FAR	Provides	Applicability
Subpart 8.4	Ordering procedures for GSA Schedules	Federal Government Ordering Activities
Part 12	Acquisition of Commercial Items	GSA awards Schedule contracts under Part 12
Subpart 6.102(d)(3)	Defines orders placed against Schedules as a competitive procedure	All



FAR Parts Not Applicable to Schedules Orders

FAR	Title	Applicable
Part 13	Simplified Acquisition Procedures	NO (except allows for MAS BPAs)
Part 14	Sealed Bidding	NO
Part 15	Contracting by Negotiation	NO
Part 19	Small Business Programs	NO (except Bundling)
Part 36	Construction and A&E	NO



FAR Parts Applicable to Schedules Orders

FAR	Title	Applicable
Part 7	Acquisition Planning	YES
Part 10	Market Research	YES
Subpart 17.5	Interagency Acquisitions	YES
Subpart 33.1	Protests	YES
Subpart 37.6	Performance Based Acquisition	YES
Part 39	Acquisition of Information Technology	YES

Agency Statutory and Regulatory Requirements



- ☐ All orders must be consistent with relevant requirements
- ☐ Ordering activity has ultimate responsibility for compliance
- ☐ Seek legal advice for conflicts between requirements and regulations



MAS Contract Characteristics

- ❑ Multiple Award IDIQ
 - (GSA Schedules - 5 year base, three 5 year options)
- ❑ Fixed Price EPA
- ❑ Quantity and delivery performance requirements established at the order level
- ❑ Price Reductions – discounting is allowed at anytime

GSA Schedules Conform with Competitive Contracting

Schedule users shall not:

- ❌ Seek further competition outside of the MAS program
- ❌ Synopsise the requirement

FAR 8.404(a)





Options

- ❑ Options may be included on Schedule orders, provided that the options:
 - Are clearly stated in the requirement
 - Are evaluated as part of the ordering activity's best value determination

- ❑ Such options may be exercised on GSA Schedule contract orders, provided that:
 - Funds are available
 - The requirement covered by the option fulfills an existing government need
 - Prior to exercising an option, the ordering activity ensures that it is still in the government's best interest
 - The options do not extend beyond the period of the Schedule contract, including option year periods

- ❑ The length of the order and the risk to the ordering activity could be considered as part of the overall evaluation of best value.



Meeting Agency Socioeconomic Goals

**How does using Schedules
support small business?**



MAS Supports Small Business Utilization

- ❑ MAS Program promotes small business through socioeconomic preference or set-asides
- ❑ FAR Part 19, *Small Business Programs*
 - Applies to Schedule contracts
 - Does not apply to orders
- ❑ Exception to FAR 19 applicability at the order level:
 - Bundling (FAR19.202-1(e)(1)(iii))
 - Size standard criteria



FAR Part 19: Small Business Programs

- ❑ Part 19 generally does not apply to schedules orders or BPAs –
 - (See 8.404(a))
 - FAR 8.405-5 provides policy for Schedules set-asides

- ❑ **19.502-4 Multiple-award contracts and small business set-asides.**
 - Contracting officers may, at their discretion—
 - (c) Set aside orders placed under multiple-award contracts for any of the small business concerns identified in FAR 19.000(a)(3)...
 - “For Federal Supply Schedules Program orders see FAR 8.405-5.”

- ❑ **19.508(c)** requires clauses for total and partial set-asides as well as limitations on subcontracting be added to orders under MAS.



FAR Subpart 8.405-5 – Small Business

- ❑ **8.405-5(a)** – Preference programs of Part 19 are not mandatory.
- ❑ **8.405-5(a)(1)** – Set-asides are discretionary for orders and BPAs against Multiple Award Schedules.
- ❑ **8.405-5(a)(2)** – Follow the ordering procedures at:
 - 8.405-1 – Products and services without SOW
 - 8.405-2 – Services with an SOW
 - **8.405-3** – BPAs
 - The specific small business program eligibility requirements identified in Part 19 apply.



Certification Requirements for MAS Contracts

- ❑ MAS contracts size standard certification is generally valid for five years
- ❑ Firms must recertify at the time of an option exercise
 - Exceptions:
 - Novation (within 30 days after effective)
 - Merger or Acquisition (within 30 days after effective)
- ❑ See FAR 19.301-2

Set-Aside

Ordering activity may conduct discretionary set-asides

FAR Part 19 does not apply – See 8.405-5 (ordering procedures come from 8.405-1, 8.405-2, or 8.405-3)

Limitations on subcontracting apply

NMR applies

Ordering activity receives socioeconomic credit

No “rule of two” – Must ensure competition requirements in 8.405-1, 8.405-2, or 8.405-3 are met

Non-Set-Aside

Ordering activity should give preference to small business if at least two

May use socioeconomic status as an evaluation factor

No limitations on subcontracting

NMR does not apply

Ordering activity receives socioeconomic credit



Blanket Purchase Agreements (BPAs)

What are the benefits of BPAs?



Blanket Purchase Agreements (BPAs)

- ☐ A BPA is a simplified method of filling anticipated repetitive needs for supplies or services by establishing agreements with qualified sources of supply
- ☐ Establishes terms applicable to future orders
- ☐ Does not obligate funds



MAS BPA Characteristics

- ☐ MAS BPAs are issued against established MAS contracts that have been negotiated by the GSA Contracting Officer
- ☐ Terms and conditions for the BPA, including contract type and clauses, must comply with the underlying MAS contract
- ☐ MAS BPAs are based on prices already subjected to competition and determined to be fair and reasonable by GSA
- ☐ MAS BPAs are subject to FAR Subpart 8.4 procedures, not Part 13 procedures



BPA Clause in the GSA Schedule

I-FSS-646 BLANKET PURCHASE AGREEMENTS (MAY 2000)

Blanket Purchase Agreements (BPA's) can reduce costs and save time because individual orders and invoices are not required for each procurement but can instead be documented on a consolidated basis. The Contractor agrees to enter into BPA's with ordering activities provided that:

- (a) The period of time covered by such agreements shall not exceed the period of the contract including option year period(s);
- (b) Orders placed under such agreements shall be issued in accordance with all applicable regulations and the terms and conditions of the contract; and
- (c) BPAs may be established to obtain the maximum discount (lowest net price) available in those schedule contracts containing volume or quantity discount arrangements.



Ordering Clause in the GSA Schedule

52.216-18 ORDERING (OCT 1995) (DEVIATION II -- FEB 2007)

- (a) Any supplies and services to be furnished under this contract shall be ordered by issuance of delivery orders or task orders by the individuals or activities designated in the Schedule. Such orders may be issued from Date of Award through Contract expiration date.
- (b) All delivery orders or task orders are subject to the terms and conditions of this contract. In the event of conflict between a delivery order or task order and this contract, the contract shall control.
- (c) If mailed, a delivery order or task order is considered “issued” when the ordering activity deposits the order in the mail. Orders may be issued orally, by facsimile, or by electronic commerce methods only if authorized in the Schedule.

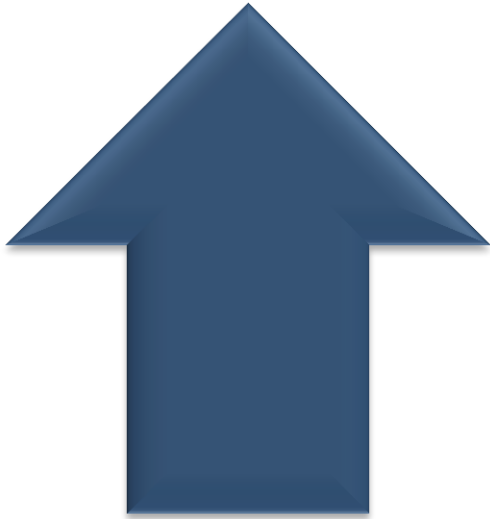
Schedule BPAs

- ❑ Simplifies ordering process for repetitive orders
- ❑ Considered a competitive procedure
- ❑ No guaranteed minimum or maximum
- ❑ Subject to annual reviews



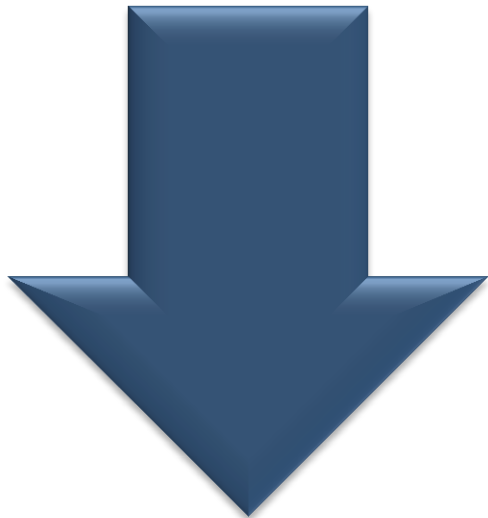


Benefits of MAS BPAs



Increases

- ❖ Buying power through volume and substantial discounts
- ❖ Order process is more efficient
- ❖ BPA and Order level terms and conditions
- ❖ Use of CTAs



Decreases

- ❖ Procurement Costs
- ❖ Acquisition lead time
- ❖ Administrative efforts

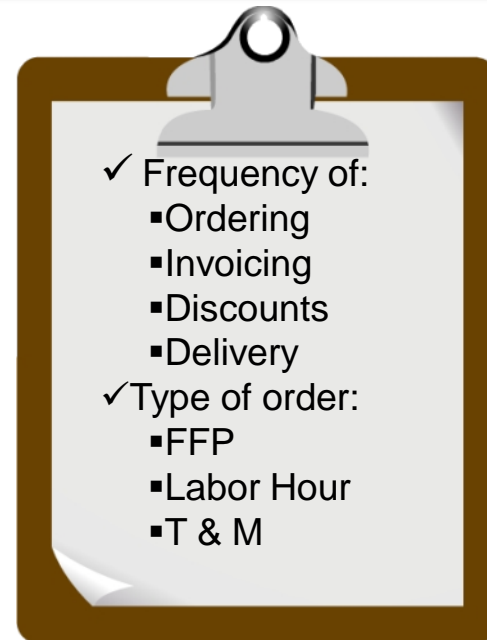
Benefits of MAS BPAs

- ❑ Negotiate improved discounts
- ❑ Satisfy recurring requirements
- ❑ Leverage agency requirements
- ❑ Effect quicker turnaround on orders
- ❑ Funding isn't required until a BPA order is initiated
- ❑ May use small business set-aside procedures in BPA awards to help meet socioeconomic goals



Single-award BPAs

- ❑ FAR stated preference for multiple awards
- ❑ Single-award BPA limited to 1 year, no more than 4 option years; documented justification and approvals required
 - Initial award >\$112M approved by agency head (See 8.405-3(a)(3))
- ❑ Benefits:
 - Simplified ordering process
 - Improved pricing and terms





Multiple-award BPAs

- ❑ All purchases are competed among a prequalified pool of contractors
- ❑ Duration generally does not exceed five years, but may do so to meet program requirements
- ❑ For orders over the micro-purchase threshold and for hourly rate services, RFQs must be sent to all BPA holders
- ❑ Benefits:
 - Simplified ordering process
 - Improved pricing and terms
 - Ability to search and negotiate for best value



Basis for Establishment

- ❑ BPAs are established considering price and non-price factors, always best value
- ❑ Best value factors:
 - Item characteristics
 - Past performance
 - Warranty
 - Ownership costs
 - Maintenance availability
 - Useful life
 - Environmental and energy efficiency
 - Technical qualifications
 - Transportation costs
 - Administrative costs
 - Delivery and performance terms





How Many BPAs Should I Award?

- ☐ Factors to consider:
 - Scope and complexity
 - Benefits of ongoing competition
 - Administrative costs
 - Technical qualifications
- ☐ Document rationale in acquisition plan or file

BPA and Small Business

- ❑ Set-Asides may be conducted at the BPA or Order Level
- ❑ Must establish ordering procedures at the BPA level
 - Do not conduct order level set-asides without prior notice





MAS BPA Establishment Procedures – FAR 8.405-3(b)(1)

When ordering supplies or fixed-price services w/out SOW



Exceeds SAT

- Develop RFQ, including basis of award
- Post to eBuy OR provide to as many as is practicable to ensure at least three quotes
- Limited Sources Justification if applicable
- Best value determination

Below SAT

- Survey ≥ 3 contractors (GSA Advantage, catalogs, etc.)
- Limited Sources Justification if applicable
- Determine if a price reduction should be sought
- Best value determination



MAS BPA Establishment Procedures – FAR 8.405-3(b)(2)

When ordering services requiring an SOW



Exceeds SAT

- Prepare SOW / PWS and establish evaluation criteria
- Specify type of order preference (FFP, T&M, LH)
- Limited Sources Justification if applicable
- Post to eBuy OR provide to as many as is practicable to ensure at least three quotes
- Best value determination

Below SAT

- Prepare SOW / PWS and establish evaluation criteria
- Specify type of order preference (FFP, T&M, LH)
- Issue RFQ to ≥ 3 contractors
- Limited Sources Justification if applicable
- Best value determination

BPA Specifications: Who and When



Multi-Agency Schedule BPAs



BPA Period



Ordering Frequency



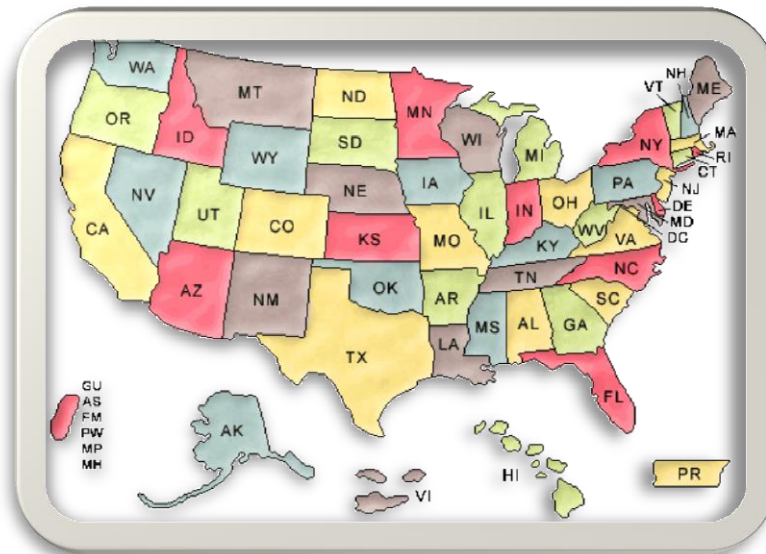
Delivery/Performance Period



BPA Specifications: What and Where



Estimated Requirements



Delivery/Performance Locations

BPA Specifications: Price Reductions

Seek price reductions:

- ☐ Before placing any order that exceeds the SAT
- ☐ When the service or supply is available elsewhere at a lower price
- ☐ When establishing a BPA to fill requirements
- ☐ In conjunction with annual BPA review
- ☐ When there are other reasons for requesting a price reduction



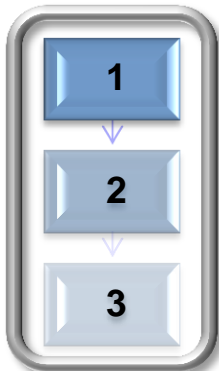
BPA Specifications: Invoicing

When invoicing, keep in mind:

- ☐ The invoice address for the order
- ☐ The opportunity to consolidate billing



BPA Specifications: Evaluations and Rationales



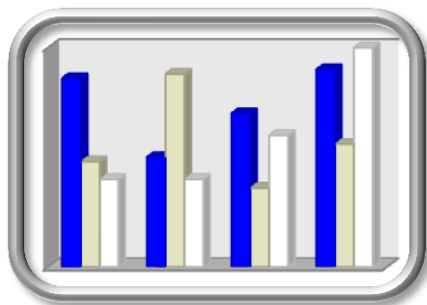
Evaluation methodology



Tradeoff rationale



Price reasonableness



Past Performance



Limited sources rationale



T&M / LH rationale





BPA Annual Review

- ❑ Schedule BPAs require an annual review. (8.405-3(e))
- ❑ The ordering activity Contracting Officer shall review the BPA and determine in writing, at least once a year (e.g., at option exercise), whether—
 - The Schedule contract, upon which the BPA was established, is still in effect;
 - The BPA still represents the best value (see 8.404(d)); and
 - Estimated quantities/amounts have been exceeded, and additional price reductions can be obtained.
- ❑ The determination shall be included in the BPA file documentation.



BPA Documentation Requirements

Minimum BPA Documentation Requirements – (8.405-3(a)(7))

Schedule contracts considered, noting the awardee	✓
Description of the supply or service purchased	✓
Price	✓
Limited Source Justification, if applicable (See 8.405-6)	✓
Justification for Single-Award BPA, if applicable	✓
Determination for a single-award BPA exceeding \$112 million, if applicable	✓
Documentation supporting the decision for multiple or single award BPAs	✓
Evidence of compliance with competitive procedures - see 8.405-3(b)	✓
<i>Basis for the award decision.</i> This should include the <u>evaluation methodology</u> used in selecting the contractor, the <u>rationale for any tradeoffs</u> in making the selection, and a <u>price reasonableness determination for services requiring a statement of work</u>	✓

Now that the BPA is established how do I place an order against it?





BPA Ordering Procedures – FAR 8.405-3

Procedures for Ordering from Multiple-Award Schedule BPAs (FAR 8.405-3(c))



Exceeds SAT

- Issue RFQ to all eligible BPA holders, or follow procedure for limiting sources
- Select best value quote
- Document best value determination and evidence of compliance with ordering procedures

Micro – SAT

- Provide fair opportunity to all BPA holders, or document reasons for restricting consideration
- Select best value quote

Below Micro

- Place order with contractor
- Distribute orders among contractors



BPA Ordering Procedures (cont.)

Additional Procedures for Hourly Rate Services - FAR 8.405-3(c)(3)

- ❑ Ordering activity shall develop a statement of work for each order
- ❑ Ordering activities should place these orders on a firm-fixed price basis
- ❑ For T&M and LH orders, the contracting officer shall follow the procedures at FAR 8.404(h) (Requires D&F)
- ❑ All orders under the BPA shall specify a price for the performance of the tasks identified in the statement of work
- ❑ Ordering activity is responsible for considering the level of effort and the mix of labor to determine overall price reasonableness



Limited Sources Justification

What about using LSJs?



Limiting Sources (8.405-6)

Use of Limited Sources Justification

- ☐ Schedule orders may be awarded on a sole-source or brand-name basis as required by the ordering activity.
- ☐ Such orders must have an approved Limited Sources Justification (LSJ) (see FAR 8.405-6 for procedures) and the OCO must post the required public notice within 14 days after placing the order.
- ☐ This posting requirement includes posting the approved LSJ to the government point of entry at www.fedbizopps.gov for a minimum of 30 days (see FAR 8.405-6(a)(2)).



Exceptions Allowing Limited Source Orders

- ☐ Essential to the Government's requirements
- ☐ No other product or service meets the need
- ☐ Logical follow-on work to an original Schedule order
- ☐ Urgent and compelling need overrides ordering procedures delays



Limited Sources Justification (LSJ) Requirements

Limited Source Order/BPA (8.405-6(a)) (Sole Source)

Threshold	LSJ Required	Posting Required
Exceeds SAT	Yes	Yes
Micro – SAT	Document Circumstances – not a full blown LSJ	No
Below Micro-Purchase	No	No

Posting requirements: Within 14 days after placing an order or establishing a BPA exceeding the simplified acquisition threshold that is supported by a limited-sources justification the ordering activity shall:

- ☐ Publish a notice in accordance with FAR Subpart 5.301 and
- ☐ Post the justification:
 - At www.fedbizopps.gov and
 - On the Web site of the ordering activity agency, which may provide access to the justification by linking to FedBizOpps and
 - For a minimum of 30 days.

Limited Sources Justification (LSJ) Requirements

Brand Name (8.405-6(b))


Threshold	LSJ Required	Posting Required
Exceeds SAT	Yes	Yes - eBuy
\$25k – SAT	Document Circumstances – not a full blown LSJ	Yes - eBuy
Micro - \$25k	Document Circumstances – not a full blown LSJ	No
Below Micro-purchase	No	No

Posting requirements: The ordering activity shall post the following information along with the Request for Quotation (RFQ) to e-Buy:

- ☐ For proposed orders or BPAs with an estimated value exceeding \$25,000, but not exceeding the simplified acquisition threshold, contracting officer shall document the file.
- ☐ For proposed orders or BPAs with an estimated value exceeding the simplified acquisition threshold, Limited Sources Justification.



Limited Source Justification Approval Requirements



Exceeding \$68 Million
(\$93 NASA, DOD, USCG)

- Approval of Agency senior procurement executive

\$13.5 Million - \$68 Million
(\$93M NASA, DOD, USCG)

- Head of the ordering activity
- (or his designee above the grade of GS-15 or a military flag officer)

\$700,000 - \$13.5 Million

- Approval of OA competition advocate or head of the ordering activity
- (or his designee above the grade of GS-15 or a military flag officer)

Up to \$700,000

- Ordering activity (OA) contracting officer certification that justification is accurate and complete to best of their knowledge and belief.

**U.S. Army Aviation & Missile Command
(AMCOM)**

**Expedited Professional & Engineering Support Services
(EXPRESS)**

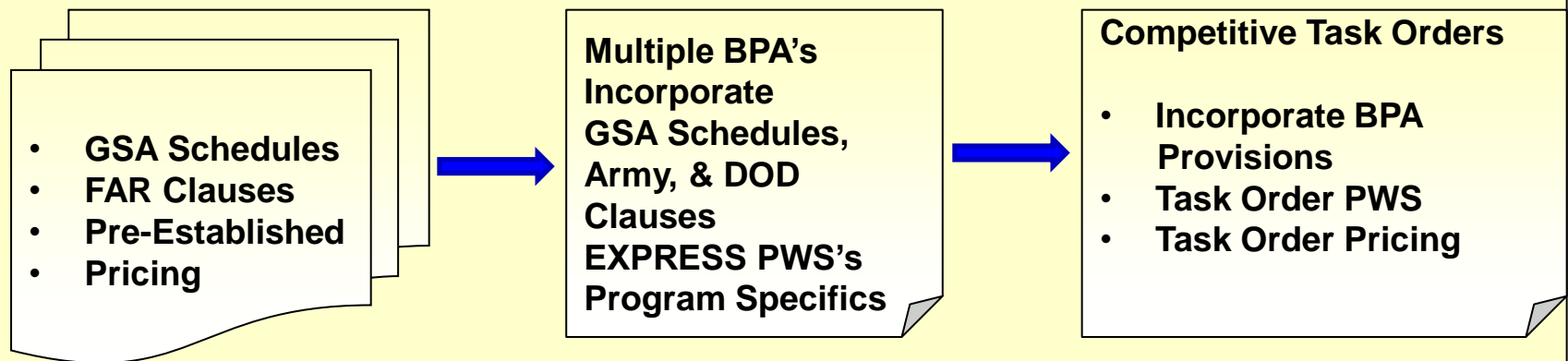
The top of the slide features a close-up of the American flag, showing the stars and stripes. Below the flag is a solid red horizontal bar.

AMCOM EXPRESS

EXPRESS is a group of approximately 65 Blanket Purchase Agreements (BPAs), awarded under GSA Federal Supply Schedules, divided into four domains, that provide a full array of Advisory and Assistance Services for the US Army Aviation and Missile Life Cycle Management Command.

AMCOM EXPRESS

- Commercial Processes and Pre-Established GSA Rates
- Broad Industry Base- Broad Range of Labor Categories
- Dynamic Teaming- Potential For Direct Awards to SB Team Members
- Competitive Process
- Small Business Opportunities
- Reduced Lead Times
- Power and Economy of E-Commerce





AMCOM EXPRESS

- Full gamut of advisory and assistance services for Team Redstone
- 16 Blanket Purchase Agreements (BPA) Awarded in February 2005
- Additional BPAs were awarded through onramps in 2009, 2012, 2018
- EXPRESS consists of Four Domains
- All Task Orders (TO) are Performance Based.
- BPA & TO Award Evaluation leverages GSA Schedule Pricing.



AMCOM EXPRESS

- **BPA Period:** Base Year with Unlimited Award Terms
- **Task Order Performance:** Base Period with Potential Options NTE 5 Years
- **Performance Based** Task Orders unless Approved IAW DFARS 237.170
- **Flexible Pricing Arrangements:** Fixed Price (Level of Effort or Completion), Time and Materials, Labor Hour
- **Discounting** of GSA Rates Allowed at BPA and/or Task Order Level



AMCOM EXPRESS

Army Contracting Command -Redstone Arsenal ACC-RSA

- Establish BPA Program
- Issue Task Orders

GSA Federal Supply Service

- Establish/Modify GSA Schedules
- Assist ACC-RSA/Customers/Industry

AMCOM and Customers

- Utilize EXPRESS to Fulfill Requirements

Industry Partners

- Provide Services to Customers through EXPRESS BPAs



AMCOM EXPRESS

Open Season

Team Leaders may adjust team members and subcontractors

- Facilitates new SB Participation
- Adjustment opportunity for teaming arrangements
- Add, Delete, and Change Team Member/Subcontractor Status

On Ramping (Competition) to add new BPA holders

- Lack of adequate competition
- Socioeconomic improvement needed
- Existing primes exit program
- Enhance pool of expertise for new task order efforts
(2009, 2012, 2018)



AMCOM EXPRESS

EXPRESS Domains

Business & Analytical

Programmatic

Logistics

Technical



AMCOM EXPRESS

Supported Systems and Equipment

- Air Defense Command and Control
- Air Traffic Control Systems
- Aircraft External Storage
- Aircrew Integrated Systems
- Air-to-Ground Systems
- Anti-Tactical Ballistic Missiles
- Associated Weapon System Technology
- Attack Helicopters
- Aviation Electronic Combat Systems
- Aviation Technology Development
- Close Combat Missiles
- Field Artillery Missile Systems
- Field Artillery Rocket Systems
- Fire Control Equipment
- Fixed Wing Aircraft
- Laser Designators
- Light Observation Helicopters
- Logistics Support Activity
- Long Range Air Defense Systems
- Medium Range Air Defense Systems
- Medium/Heavy Lift Cargo Helicopters
- Missile Sensors
- Missile Technology Development
- Non-Lethal Systems
- Scout Helicopters
- Short Range Air Defense Systems
- Software Development and Engineering
- Special Operations Aircraft
- Support Systems, Missile and Aviation
- Targets and Threat Simulators
- Test Measurement and Diagnostic Equipment
- Thermal Viewers
- Unmanned Aerial Vehicles
- Unmanned Ground Vehicles
- Utility Helicopters
- Vertical and Short Take Off Aircraft Systems



U.S. General Services Administration

Federal Acquisition Service

Resources

Key GSA Web Resources

- ❑ www.gsa.gov/bpa
- ❑ www.gsa.gov/schedules
- ❑ www.gsa.gov/schedulesolicitations
- ❑ www.gsa.gov/events
- ❑ www.gsa.gov/cmls
- ❑ www.gsa.gov/csd
- ❑ interact.gsa.gov (Look under “Community” then “Groups”)
- ❑ Federal Acquisition Service www.gsa.gov/fas





DAU Continuing Education

FAC 023	Basic Contracting for GSA Schedules <i>*Requirement for a FAC-C Level I certification</i>
FAC 024	GSA Global Supply
FAC 027	GSA Schedules and Small Business
FAC 028	GSA Schedules and Sustainable Acquisition
FAC 029	GSA Schedules vs. Open Market
FAC 036	Schedules BPAs CTAs
FAC 037	GSA Schedules eBuy
FAC 038	How to Integrate Green
FAC 039	GSA GWACs
FAC 040	VETS GWAC
FAC 041	Alliant GWAC
FAC 042	8(a) STARS II GWAC
FAC 048	The GSA MAS Program: Buying Services Through GSA Schedules
FAC 052	Reverse Auctions



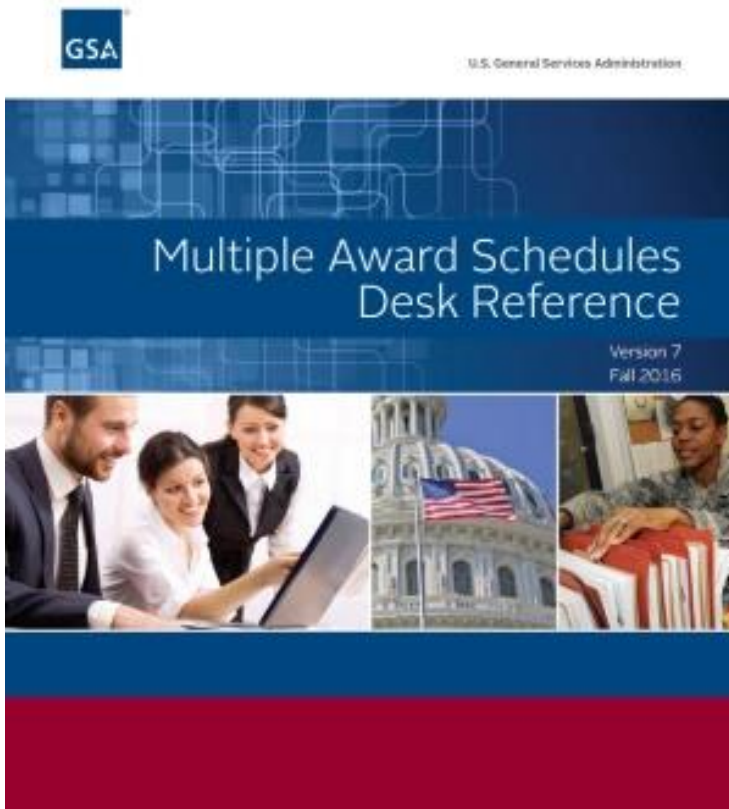
Webinars and Online Training

- Monthly Webinars sponsored by the MAS Program Office
<http://www.gsa.gov/masnews>
- Training Videos -
<http://www.gsa.gov/portal/content/210517>
- Continuous Learning Modules
 - Federal Acquisition Institute
 - Defense Acquisition University



<http://icatalog.dau.mil/onlinecatalog/tabnavcl.aspx?tab=FAC>

MAS Desk Reference



MAS Desk Reference

Online at

www.gsa.gov/masdeskreference

Hard copy available through CMLS

www.gsa.gov/cmls

